KANSAS CITY, MISSOURI EMERGENCY OPERATIONS PLAN

Annex F: Fire, Rescue, EMS, and Hazmat

September 2014

KANSAS CITY, MISSOURI FIRE, RESCUE, EMS, AND HAZARDOUS MATERIALS PLAN

Primary (lead) Departments:	Fire Department
Secondary (support) Departments:	City Communications Emergency Management
	EMS Medical Director
	Health Department
	Police Department
	Parks & Recreation
	Public Works
	Water Services
	Other City Departments as Required
Secondary (support) External Agencies:	Federal Aviation Administration
	Mutual Aid
	Other Fire Agencies

I. PURPOSE STATEMENT

The purpose of this Annex is to establish broad policies to integrate local fire, emergency medical (Basic Life Support (BLS) and Advance Life Support (ALS)), rescue, and hazardous materials response operations with those of other City forces when responding to an emergency/disaster (as defined by this Plan).

II. PLANNING ASSUMPTIONS

This Annex is based on the following assumptions:

- A. The City of Kansas City Fire Department (KCFD) is the primary agency responsible for fire suppression, rescue, hazardous materials response, fire code enforcement and fire investigations within the City of Kansas City¹ (including the Kansas City International Airport and the Wheeler Downtown Airport). The KCFD also has responsibility for the provision of emergency medical services.
- B. This Annex only applies to fire/rescue/hazmat operations that are within the City of Kansas City, and are of sufficient magnitude to be considered a major emergency or disaster as defined by this Plan. "Routine" operations will be handled as described in the KCFD's operating procedures.

¹ KCFD may also provide firefighting services to small neighboring jurisdictions by contract.

- C. When an emergency or disaster occurs, the KCFD will use all available resources to respond, while maintaining an appropriate level of response as able in areas of the City not directly impacted by the emergency/disaster. If needed, the KCFD can call upon mutual aid to supplement equipment and personnel to handle calls not related to the emergency or disaster.
- D. KCFD has the capacity and procedures for servicing the whole community including those with functional and access needs.
- E. The KCFD will provide command level representatives to the City's Emergency Operations Center (EOC) when activated, and may utilize that facility to manage larger emergencies/disasters.
- F. When responding to any incident, the KCFD will employ such strategies as necessary to implement the following priorities:
 - 1. Preserve life and safety take actions to reduce the possibility of deaths and injuries.
 - 2. Stabilize the incident contain the fire or incident so that effective operations can follow.
 - 3. Conserve property and protect the environment attempt to lessen economic
- F. The KCFD will utilize NIMS/ICS when conducting all fire, rescue and hazmat operations.

III. LEGAL AUTHORITIES

- A. Charter of the City of Kansas City, Missouri, Article IV, Division 2, Section 408 -Fire
- B. City of Kansas City, Missouri, Code of Ordinances:
 - 1. Section 26-100 Adoption of the International Fire Code, 2000 edition
 - 2. Section 34-361 EMS Ordinance
 - Section 34-366 Emergency Responders
 - 4. Section 70-71 Authority of police and fire department officers
 - 5. Section 70-73 Obedience to police and fire department officers
 - 6. Section 26-2703 Hazardous materials - General requirements
- C. Revised Statutes of Missouri (RSMo):
 - 1. Chapter 320.090 Emergency services, contracts for mutual aid operative in disasters - requirements
 - 2. Chapter 44.090 Mutual aid agreements—participation in statewide mutual aid system – reimbursement for services provided, benefits
 - 3. Public Law 104-321 Emergency Management Assistance Compact
- D. Regional Hazardous Materials Emergency Preparedness Plan, Mid-America Local Emergency Planning Committee, January, 2006.

IV. ORGANIZATION AND STRUCTURE

- A. Departmental Responsibilities
 - 1. KCFD Command Staff

The KCFD is under the direct command of the Fire Chief. The Fire Chief has three assistant chiefs, and six deputy chiefs, each of whom is responsible for the management of a Bureau (see **Figure 1**).

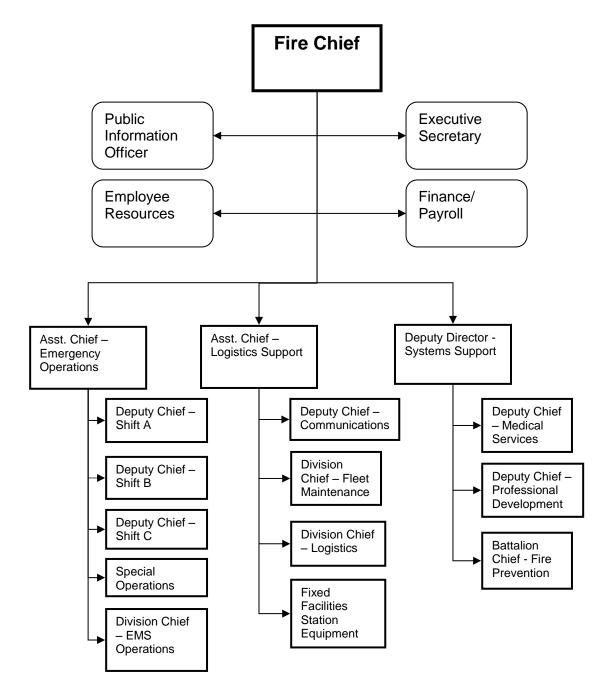


Figure 1 - KCFD Command Staff Organizational Structure

The KCFD Bureaus are:

a. Emergency Operations Bureau (Assistant Chief, 3 Deputy Chiefs - Shifts A, B, C)

- 1. manages operational firefighting battalions, and all dynamic and static ambulance operation²
- 2. includes Hazmat, Airport Rescue & Fire Fighting, Technical Rescue, and all Emergency Medical Services (EMS) standby and Fire Guard³ events.
- b. Logistics Support
 - 1. includes Communications, Fleet, Logistics, and Equipment
- c. Systems Support
 - 1. Emergency Medical Services Division
 - Manages billing, quality improvement and quality assurance, and other aspects related to the Medical Bureau
 - 2. Professional Development Division
 - includes Training, Program Development
 - 3. Fire Prevention Division
 - includes Fire Marshal, Public Information
- 2. Emergency Operations Bureau
 - a. Operational Battalions⁴

Each Deputy Chief (above) manages a number of Battalion Chiefs who supervise various KCFD functions and units. Some of these Battalion Chiefs supervise administrative or support units, and other "front line" fire/rescue Stations. This plan addresses only those Battalion Chiefs who directly manage fire/rescue/hazmat Stations/static EMS units. To distinguish them from other Battalion Chiefs, this plan refers to them as "operational".

i. The Emergency Operations Bureau (EOB)

The EOB is divided into 7 Battalion Districts, and each Battalion District is under the command of a Battalion Chief (one each for Shift A, B and C). Each Battalion Chief manages a number of Stations⁵, and each Station is assigned one or more Companies. A Company may consist of a Pumper⁶, Truck⁷, Rescue⁸ or Medic unit⁹. The EOB Battalions/Stations/Companies are organized as follows:

² Static ambulance operations are those ambulances assigned and remaining at a designated fire station until called; dynamic ambulance operations patrol specific areas until receiving a call. See **V. Concept of Operations**; **Section C. Emergency Medical Operations** for more information.

³ A "Fire Guard" event is any public venue for which the Fire Dept. provides ALS service and possibly standby fire unit in case of an incident.

⁴ For the purposes of this plan only, the term "operational Battalions" refers to units within the Emergency Operations Bureau and Special Operations Division that are under the direction of a Battalion Chief, and which include Stations and Companies. This is done in order to highlight the KCFD's primary response forces.

⁵ There are 33 Stations overall.

⁶ A Pumper Company consists of a pumper apparatus and crew, and provides general firefighting and rescue services. KCFD has 33 Pumper Companies.

Battalion 102

Station 7 (616 West Pennway, 64108)

- Pumper 9
- Truck 6

Station 8 (1517 Locust, 64108)

- Battalion Chief 102
- Pumper 8

Station 10 (1505 East 9th, 64106)

- Deputy Chief 101
- Pumper 10
- Truck 3

Station 25 (401 E. Missouri Ave, 64106 - Includes Wheeler Downtown Airport Response)

- Pumper 25
- Rescue 1
- Battalion 103

Station 3 (11101 North Oak Trafficway, 64155)

Pumper 3

Truck 4Station 6 (2600 NE Parvin Road, 64117)

- Pumper 6
- Truck 12
- Bariatric¹⁰ 6

Station 14 (8300 North Brighton, 64119)

- Battalion Chief 103
- Pumper 14
- Command 2

Station 34 (4836 North Brighton, 64119)

- Pumper 34

⁷ A Truck Company delivers "standard" firefighting services, but is also equipped with a hydraulic aerial ladder, an assortment of ground ladders, and other technical equipment. Ladder Companies specialize in fighting occupied multistory building fires, the ventilation of buildings to remove smoke and heat, and performing search and rescue of trapped occupants. KCFD has approximately 12 Truck Companies.

A Rescue Company utilizes specially trained personnel and equipment to perform high angle rescue, swift water rescue, trench collapse and confined space rescue, and various other specialized rescue services. KCFD has three Rescue Companies.

A Medic Unit is a treat and transport ambulance. The unit consists of a paramedic and an emergency medical technician. They have advance life support capability.

¹⁰ The bariatric unit is an unmanned ambulance with equipment to handle bariatric patients when a normal ambulance is incapable.

Battalion 104

Station 18 (3211 Indiana, 64129)

- Pumper 18
- Truck 5

Station 23 (4777 Independence Ave, 64124)

- Battalion Chief 104
- Pumper 23
- Truck 10

Station 24 (2039 Hardesty, 64127)

- Pumper 24

Station 47 (5130 Deramus, 64120)

- Pumper 47
- Air 1¹¹
- Command 1
- Battalion 105

Station 30 (7534 Prospect, 64132)

- Pumper 30

Station 33 (7504 East 67th, 64133)

Pumper 33

Station 35 (3200 Emanuel Cleaver II Blvd., 64130)

- Battalion Chief 105
- Pumper 35
- Rescue 9
- Support¹² 75

Station 39 (11100 East 47th, 64133)

- Pumper 39
- Truck 13

Station 43 (12900 East 350 Hwy, 64138)

- Pumper 43
- Battalion 106

Station 17 (3401 Paseo, 64109)

- Pumper 17
- Rescue 31
- Truck 2

 $^{11}_{\cdot\cdot\cdot}$ Air 1 is a vehicle equipped to replenish bottled air at fire scenes.

Support units are tractor-trailer rigs with additional search and rescue equipment for rescue operations beyond the normal equipment carried on the standard fire trucks.

Station 19 (550 West 43rd Street, 64111)

- Battalion Chief 106
- Pumper 19
- Truck 7

Station 29 (1414 East 63rd Street, 64110)

- Pumper 29
- Truck 11

Station 37 (7708 Wornall Road, 64114)

- Pumper 37

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Battalion 107

Station 28 (930 Red Bridge Road, 64131)

- Pumper 28

Station 36 (9903 Holmes, 64131)

- Battalion Chief 107
- Pumper 36
- Truck 15

Station 41 (9300 Hillcrest Road, 64137)

- Pumper 41
- Truck 8

Station 42 (6006 East Red Bridge Road, 64113)

- Pumper 42
- Brush 42

Station 45 (500 East 131st, 64146)

- Pumper 45
- Battalion 108

Station 4 (4000 NW 64th, 64151)

- Battalion Chief 108
- Pumper 4
- MOSAIC (stored at this location)

Station 16 (9205 NW 112th Street, 64153)

- Pumper 16

Station 38 (8100 North Oak Trafficway, 64118)

- Pumper 38

Station 40 (5200 North Oak Trafficway, 64118)

- Pumper 40
- Brush¹³ 40

Station 44 (7511 NW Barry Road, 64153)

- Pumper 44
- b. Aircraft Rescue Fire Fighting (ARFF) Division

Station 5 (173 Ottawa, Kansas City International Airport, 64153)

- ARFF Battalion Chief 302
- ARFF Training Officer Car 320
- Specialized ARFF Apparatus
- c. Hazmat Division
 - Station 27 (6600 Truman Road, 64126)
 - Hazmat Battalion Chief 301
 - Hazmat Chemist Car 310
 - Pumper 27
 - Hazmat 71¹⁴
 - Support 71
- d. EMS Standby and Fire Guard Division

Fire Headquarters (635 Woodland Ave, 64106)

- Battalion Chief Car 303
- e. Rescue Division

Rescue Division Office (4951 Stillwell, 64153)

- Rescue Battalion Chief 304
- Rescue Equipment and Training Officer Car 340

V. CONCEPT OF OPERATIONS

- A. Fire/Rescue Operations
 - 1. Monitoring and Activation
 - a. ARFF
 - ARFF units are dispatched directly by the Federal Aviation Administration's traffic control tower in response to aviation incidents at the KCI and Wheeler Airports.
 - b. Other KCFD Units (Non ARFF)

¹³ The brush fire unit is a specially equipped rig with 4-wheel drive capability to fight fires away from the normal roads.

¹⁴ Hazmat 71 utilizes specially trained personnel and equipment to respond to and control incidents involving hazardous materials. Hazmat 71 is also the primary responder to incidents involving weapons of mass destruction.

- The KCFD maintains a full time Communications Center that monitors conditions within the City and region, and activates KCPD resources as appropriate.
- The KCFD Communications Center typically receives reports and calls for service via the 9-1-1 telephone system; through electronic fire alarm systems; from KCFD personnel working in the field; and other means. Regardless of how the report is received, the KCFD Communications Center dispatches all KCFD resources.
- When an event rises to the level of an emergency or disaster, the KCFD Communications Center will notify the Fire Chief and the onduty deputy chief of the Emergency Operations Bureau. The Fire Chief may then notify the City Manager and the Emergency Management Director (EMD) of the event.
- KCFD maintains all fire and rescue call up rosters with periodic updates as needed.

2. Initial Response and Escalation

The KCFD utilizes the standard multi-level alarm system:

a. First Alarm

Upon receiving a call for service, the KCFD Communications Center will determine which Station (or Stations) and Company (or Companies) should respond. Typically, the KCFD Communications Center considers location, type of incident, and availability of equipment and personnel when dispatching a First Alarm.

- The first arriving officer will establish Incident Command (IC), and will function in that capacity until the incident is terminated, or when relieved. In accordance with KCFD procedures, the first arriving Battalion Chief will assume the IC position immediately upon arrival. For highly complex incidents, a Deputy Chief may assume IC.
- Upon arrival and establishment of an incident command structure, the IC will immediately investigate the incident and report his/her findings by radio to the KCFD Communications Center. That report should include (but is not limited to):
 - The identification and location of Incident Command¹⁵
 - A brief description of the situation, including building size, occupancy type of construction, etc.
 - Incident conditions, including, for example, existence of hazardous materials and spills, multiple victims, etc.
 - A brief description of actions taken including type of attack (strategy), tactical assignments
- The IC is responsible for requesting additional KCFD personnel and equipment, as well as external resources such as police, emergency medical services, utility providers, etc.
- The IC is also responsible for releasing personnel and equipment when no longer needed.

¹⁵ For smaller incidents, the Incident Command post is typically located in a KCFD truck or car. For larger incidents, a mobile command vehicle may be deployed.

b. Second Alarm

A Second Alarm is issued by the KCFD Communications Center based on a request for additional personnel and equipment by the IC. A Second Alarm includes all of the actions identified under a First Alarm, and also generates the dispatch of:

- Additional KCFD personnel and equipment
- A Safety Officer
- A Public Information Officer
- The on-duty fire investigator

Additionally, the on-duty Emergency Operations Branch Deputy Chief or the Fire Chief may respond at their own discretion.

c. Third Alarm

A Third Alarm is issued by the KCFD Communications Center based on a request for additional personnel and equipment by the IC. A Third Alarm includes all of the actions identified under a Second Alarm, and also generates the dispatch of:

- Additional KCFD personnel and equipment
- The KCFD Command Vehicle may be dispatched to provide a location to conduct an expanded incident command
- A "Command Staff Recall" to recall all available off-duty command staff (Chief, Deputy Chiefs and administrative Battalion Chiefs).
 These personnel are assigned duties in accordance with the Incident Command System (ICS) and KCFD policies.

3. Emergency/Disaster Operations

a. Emergency Operations Center (EOC)

The KCFD will issue a Command Staff Recall (see above) for any incident that reaches the emergency/disaster threshold as determined by the Fire Chief or on duty Deputy Chief. Once the EOC is activated, the KCFD will designate appropriate Command Staff to coordinate FD operations with other agencies. Typically, the Fire Chief, Deputy Director of Support Services, Deputy Chief of Emergency Operations, and the Deputy Chief of Personal Development will report to the EOC.

The KCFD Command Staff plays a major role in the management of the EOC. The senior KCFD representative serves on the EOC's Unified Command Team (UCT), and for many incidents, the KCFD serves as the field Incident Commander (see **Annex A – Direction and Control** for additional details).

Response Operations

The KCFD is the primary response agency for the following types of incidents within the City of Kansas City (regardless of their magnitude):

 Fire suppression operations; including fire code inspection, enforcement and permitting; fire investigations; and other related activities.

- Rescue operations; including urban search and rescue (USAR); high angle and technical rescue; confined space and building collapse; swift and still water rescue; and related activities.
- Hazmat operations; including the identification and measurement of hazardous substances; controlling, containing and clean-up of hazardous substances; decontamination of exposed people and equipment; training, preparedness and response to incidents involving weapons of mass destruction; working with local businesses and the Local Emergency Preparedness Committee (LEPC) to ensure compliance with reporting and storage requirements; and related activities.
- Emergency Medicine; this includes all treatment and transport of all emergency medical situations calls, and all non-emergency transports originating within the city limits.

c. Mutual Aid

The KCFD participates in four levels of mutual aid: Automatic; Local Reciprocal Mutual Aid; State Mutual Aid; and Emergency Management Assistance Compact (EMAC). The lowest level of mutual aid will be utilized, and all mutual aid will be managed in accordance with the National Incident Management System (NIMS). KCFD will maintain contact lists for activation of mutual aid.

Automatic Aid (AA)

By agreement with the other local jurisdictions, their fire resources are included in the KCFD dispatch system (i.e. their calls are dispatched via KCFD). KCFD resources may also be automatically dispatch to assist those outside jurisdictions.

Local Reciprocal Mutual Aid

The KCFD has reciprocal mutual aid agreements with 24 local and regional fire departments (see **Table 1**). Requests by other departments for KCFD resources: Requests for KCFD mutual aid at the First Alarm level will be dispatched immediately. Requests at the level of Second Alarm or higher must be approved by the on-duty Emergency Operations Bureau Deputy Chief prior to dispatch. Requests by KCFD for the resources of other departments: The following KCFD personnel are authorized to request fire/rescue/Hazmat mutual aid on behalf of the City of Kansas City:

- The Incident Commander
- The chief dispatcher in the KCFD Communications Center
- The ranking KCFD officer serving in the EOC
- The on-duty Emergency Operations Bureau Deputy Chief

Table 1 - KCFD Reciprocal Mutual Aid Agreements

Belton, MO	Lee's Summit, MO (AA)
Central Jackson County FPD, MO	Lenexa, KS
Central Platte County FPD, MO	Liberty, MO (AA)
Claycomo, MO	North Kansas City, MO
Fire District 2, Johnson County, KS	Olathe, KS
Fort Osage FPD, MO	Overland Park, KS
Gladstone, MO	Pleasant Valley, MO
Grandview, MO	Raytown FPD, MO (AA)
Independence, MO	Riverside, MO
Kansas City, KS	Sni Valley FPD, MO
Kearny FPD, MO	South Metropolitan FPD, MO
Leawood, KS	Southern Platte FPD, MO (AA)

State Mutual Aid

The State Fire Marshal, Department of Public Safety, operates the state mutual aid system. It divides the state into a number of regions, and each region has a regional coordinator that receives and processes mutual aid requests under the state system. Resources within the region are typically dispatched first, but if unavailable or inadequate, the state coordinator may authorize mutual aid from other regions.

The City of Kansas City participates in the state mutual aid system. Kansas City is located in Region A, and as of this date, the regional coordinator is the Lee's Summit Fire Department¹⁶. All state mutual aid requests should be made to, or received from, Lee's Summit Fire Department. The Fire Chief must approve all state mutual aid requests involving KCFD resources.

Emergency Management Assistance Compact (EMAC)

EMAC, the Emergency Management Assistance Compact, is a congressionally ratified organization that provides form and structure to interstate mutual aid. All types of personnel and equipment are available through EMAC. EMAC resources may be requested by a state, following a declaration of a state of emergency by the governor. The State of Missouri is a member of EMAC, and all requests of assistance must be submitted through the State Emergency Management Agency (SEMA). EMAC resources are not necessarily provided free of charge. At the time of a request, the state must negotiate the cost of reimbursement for personnel and resources at the time of the request. For more information on EMAC see www.emacweb.org. Requests by the KCFD for EMAC resources will be made through the EOC following approval by the Fire Chief.

¹⁶ Regional Coordinators are elected periodically. The KCFD Communications Center maintains contact with the current Regional Coordinator (if different from this plan).

d. Post Disaster Damage Assessment

[See <u>Annex D – Damage Assessment</u> – for complete details on damage assessment procedures.]

Based on availability and upon approval of the Fire Chief, KCFD resources may be dispatched to conduct an initial 'windshield' safety survey of damages in the immediate aftermath of an emergency or disaster. When activated, KCFD vehicles will perform a quick visual survey of their service area and report their observations to the EOC.

B. Hazmat¹⁷ Specific Operations

Hazmat operations are similar to fire/rescue operations in most respects. The following section discusses those aspects of hazmat operations that require further discussion or are unique.

1. Hazmat Incident Command

- a. Hazmat operations are under the command of the highest ranking hazmat officer or Chief (Deputy, Division, Battalion) on scene.
- b. In addition to other positions under ICS, the hazmat Incident Commander will appoint the following:
 - Hazard Sector Safety Officer The HSSO monitors conditions and if safe, determines where to establish incident control zones (see C below), need for protective gear, etc. If unsafe, the HSSO may suspend or terminate operations after consultation with the IC.
 - EMS Coordinator Coordinates all emergency medical services and on-scene decontamination operations.
 - KCFD Public Information Officer Provides hazmat-specific information to the media.

2. Roll of the Hazmat Team

The Hazmat Team consists of specially trained and equipped KCFD units that are responsible for detecting and measuring the existence of hazardous materials; isolating, containing hazardous materials; supervising the cleanup of hazardous materials; decontaminating the public; and working with other technical experts to take appropriate actions to protect life and health, property and the environment.

a. The ranking Hazmat Team member is responsible for keeping the IC fully advised of technical information, and for serving as the Hazardous Materials Sector Officer.

3. Control Zones

Following the guidelines of the Emergency Response Guidebook, the Incident Commander will establish control zones of sufficient dimensions to eliminate the possibility of injury, prevent the spread of contaminates, and allow for necessary operations.

¹⁷ The term "Hazmat" or hazardous material refers to any chemical, biological, radiological, nuclear or explosive chemical or substance that presents a hazard to life, health or the environment.

- a. The IC will consider the following when establishing area boundaries and dimensions:
 - Physical and topographical features
 - Weather conditions
 - Field measurements of contaminants and air dispersion calculations
 - Characteristics of the hazardous material(s) involved, including any potential for fire and explosion, potential for exposure or contamination of response personnel
 - Operational requirements, including any need for decontamination
 - Proximity of residential or industrial areas

b. Control zones consist of:

Cold Zone

- The Cold Zone is located in a direction and distance that presents no hazard to people or equipment
- The Command Post, medical treatment, liaison, media and staging are placed in the Cold Zone

Warm Zone

- The Warm Zone is located between the Cold Zone and the Hot Zone, and presents a minimal hazard to response personnel
- Access to the Warm Zone is restricted to authorized response personnel wearing appropriate protective gear
- A back-up team consisting of a minimum of two trained and equipped hazmat personnel will be staged in the Warm Zone whenever a team enters the Hot Zone

Hot Zone

- The Hot Zone is the high hazard area surrounding the incident site
- Access to the Hot Zone is restricted to authorized Hazmat trained and equipped personnel or other authorized individuals possessing particular knowledge of the hazardous material (such as manufacturer's representative)

4. Decontamination

Decontamination of the general populace is primarily the responsibility of the Hazmat Division¹⁸. The Hazmat units are provided with the equipment to perform decontamination operations in the field, and this equipment is deployed with them on each call. The decontamination personnel and tools are equipped to handle all persons including those with functional and access needs.

a. Operations

- The decontamination site will be established in an area between the Warm Zone and Cold Zone of the incident (see above).
- The decontamination site is able to handle both wet (use of water) and dry (no water used) decontamination procedures.

¹⁸ The Health Department also performs decontamination services, however their scope is limited to providing decontamination to those persons who come to their center and for radiological incidents solely.

 Decontamination is performed utilizing standard protocols within their operating procedures.

C. Emergency Medical Operations

KCFD provides emergency medical services, (BLS) and (ALS), as well as the transportation of the sick and injured to local hospital emergency rooms. Refer to **Annex M – Health and Medical Plan** for more details.

1. Ambulance Deployment

Ambulances will be deployed based on the system demands and medical needs of KCMO.

D. Shelter and Evacuation Operations

The IC will determine the need for Shelter in Place or Evacuation operations. Such operations will be conducted in accordance with **Annex J – Evacuation** and **Transportation**.